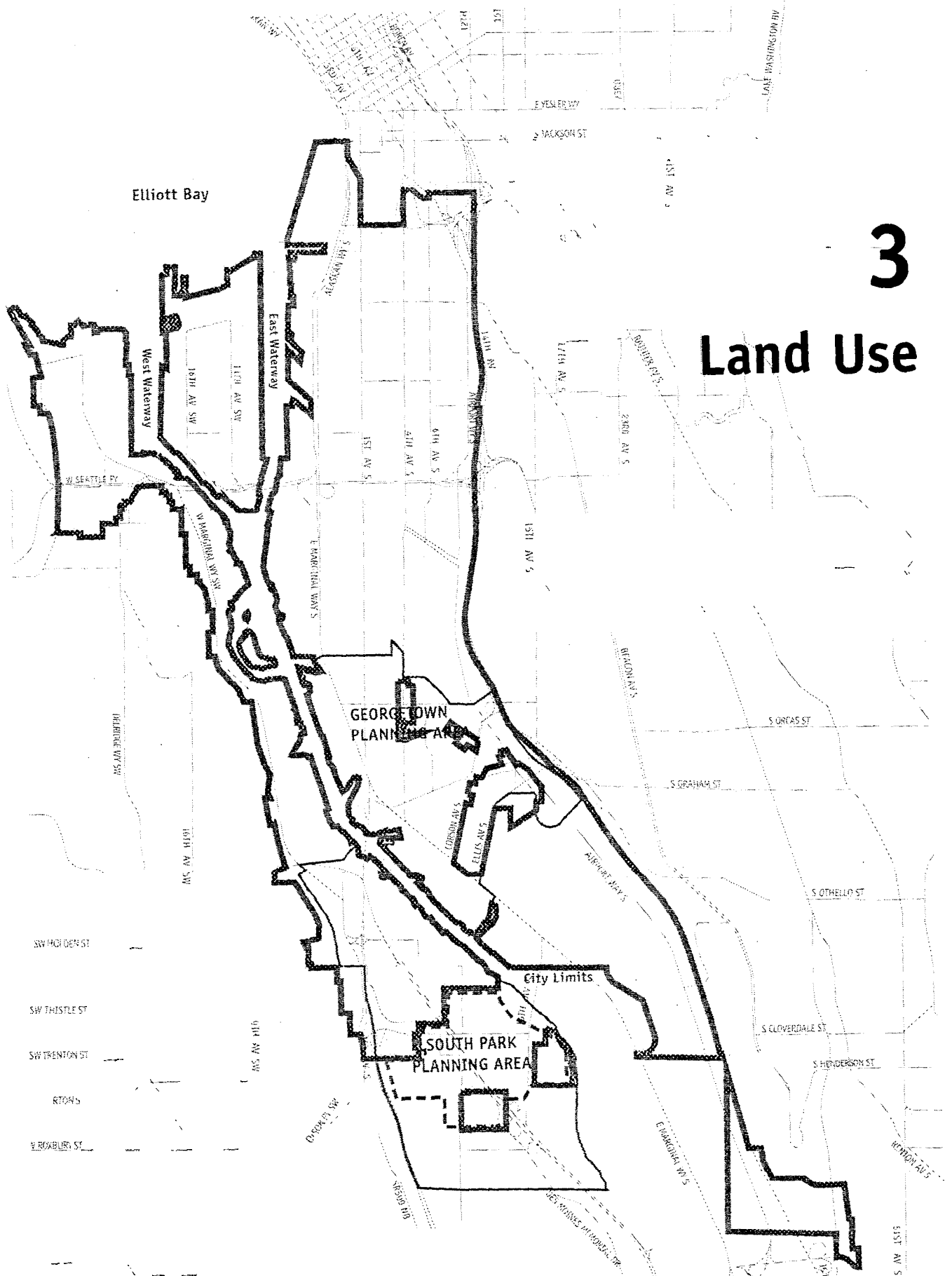


# 3

## Land Use



# Land Use

## *Introduction*

As the largest center for industry in the State of Washington, the Greater Duwamish Manufacturing and Industrial Center is unparalleled in its importance to the City of Seattle, the region, and to the entire State of Washington. In addition to having the largest concentration of family wage jobs, the manufacture, processing, and transport of goods also generates enormous tax and export revenues.

Despite its historic economic strength, the viability of the M and I Center is threatened by pressure to convert the unique and irreplaceable industrial lands to nonindustrial uses. The pressure to convert has increased dramatically in the 1990's and is likely to continue and increase into the foreseeable future. Factors contributing to the increasing conversion pressure include the general strength of the local and national economies, the M and I Center's proximity to downtown, the low vacancy rates in nonindustrial zones, and the current land use code which permits a broad range of nonindustrial uses. In addition, the Duwamish M and I Center has been an industrial area for a very long time and suffers from changes in standards of use, leaving most sites with some level of environmental contamination (see Chapter 6, Environmental Remediation). Many industrial businesses have deferred maintenance, improvements and modernization. Many new industrial facilities have located in other newer industrial areas in the region.

Although both the adopted County-wide Planning policies and the City of Seattle Comprehensive Plan designate the area as a Manufacturing and Industrial Center and protect the M and I Center from encroachment of nonindustrial uses, current land use codes and their interpretation have not been revised to prohibit significant amounts of nonindustrial land uses to locate in the industrial area. Therefore increasing numbers of permitted nonindustrial uses have continued to locate within the M and I Center.

The M and I Center is also home to a number of public facilities (both industrial and nonindustrial), which, while generating family wage jobs, do not generate the tax and export revenues generated by private industry.

The list below identifies some of the nonindustrial and public facility projects which have been proposed or located in or on the periphery of the M and I Center. The cumulative impacts of these projects include the conversion of industrial uses to nonindustrial lands and the loss of family wage jobs, and tax and export revenues.

- Union Station Development,
- New Mariners Stadium (Safeco Field),
- First and Goal Stadium and Exhibition Hall,
- Proposed Airport Way Hotel,
- Proposed M & I Center Sound Transit Maintenance Base between Lander and Holgate, and light rail alignment,
- Potential Post Office conversion to Seattle School District Headquarters or other nonindustrial use,

- Ryerson and Central & Atlantic METRO bus base expansions, and
- Potential Redevelopment of the 7 acre WOSCA site at 1st Avenue and Royal Brougham Way.

A recent proposal (opposed by the GDPC) from the City of Seattle would extend the downtown boundary into what is currently the northern end of the M and I Center, thus reducing overall industrial acreage and introducing incompatible nonindustrial uses such as housing and more intensive retail into the industrial area. These proposals would also bring large numbers of the public into the industrial area, which is largely incompatible with the nature of the industrial land uses and creates public safety issues.

### *Existing Land **Use** Pattern*

The Duwamish M and I Center comprises the City's largest concentration of manufacturing and industrial businesses. The following description provides more detail regarding the nature and character of the area.

- Marine and cargo terminals on Harbor Island and the Duwamish Waterway serve as the region's gateway to the Pacific Rim and act as a goods distribution conduit to the city, state, and the rest of the United States;
- The lands north of Spokane Street between East Marginal Way and Airport Way maintain many traditional industrial and manufacturing businesses but comprise the area where the pressure to convert is the greatest. There are several pockets of ancillary commercial retail, restaurant, office, and general service uses in this area. In addition, large developments such as sports stadiums and commercial development at the northern edge of the M & I Center have stimulated a rise in property values to commercial levels, making industrial development infeasible and raising questions about where downtown proper ends and the M and I Center begins;
- The lands south of Spokane Street primarily focus on warehousing, distribution, and manufacturing uses. The area has larger parcels than north of Spokane Street but also has several pockets of nonindustrial uses. These include the Georgetown Residential Neighborhood Anchor, the Seattle Design and Gift Centers, and commercial activity focused along 4th Avenue S between Dawson and Michigan Streets, and in South Park. The area also includes approximately 100 artist live/work spaces incorporating materials and processes generally incompatible with residential areas. The Seattle Design and Gift Centers include importers, exporters, distributors, fabricators, and retail uses;
- The South Park segment of the Greater Duwamish M and I Center has many manufacturing and industrial businesses. They can be found in three primary areas that surround the South Park Residential Urban Village. These industrial areas include old-time traditional manufacturers in the north South Park industrial area; warehousing, distribution and manufacturers west of 14th Avenue S; and industrial and manufacturing uses south of the residential urban village where it meets with unincorporated Ring County;
- Several public and quasi-public facilities are located throughout the M and I Center and on the boundaries, some of which are industrial and some of which are not. These include: the New Mariners' Stadium, soon

to be constructed First and Goal Inc. Stadium and Exhibition Center, Seattle City Light South Service Center, Seattle School District Administration, the Ring County Metro Transit Bus Maintenance Facility, Washington Department of Transportation Maintenance Facility, railroad service and maintenance yards, Department of Social and Health Services, and the Ring County South Transfer Station;

- The addition of nonindustrial uses and the resulting land use pattern generates nonindustrial traffic, which competes with industrial traffic for arterial capacity and access to freight terminals and facilities and makes access difficult for local businesses;
- Retail, service, and office uses along the main arterials, while appropriate to serve the users of the industrial area, are attracting a number of outside nonindustrial users to the area, creating additional traffic and the impression that the M and I Center is a general use retail and service area; and
- Port of Seattle consolidation and redevelopment of marine industrial facilities have strengthened the M and I Center's central role in freight movement in the region and to the Pacific Rim. Port of Seattle harbor operations provide 11,000 family-wage jobs.

**Table 3-1** below identifies the amount of publicly-owned land within the M and I Center. This data may require updating and clarification.

	# Parcels	Acres
<b>Industrial Use</b>		
City	6	22.2
County	4	18.7
<b>Federal</b>	4	50.2
Port (incl. transportation)	32	785.5
<b>School District</b>	1	8.4
State	7	36.2
State - PFD	7	5.2
Sub-Total	61	
<b>Non-Industrial Use</b>		
City	64	94.1
<b>County</b>	11	17.9
<b>Federal</b>	1	0.3
<b>Port</b>	47	<b>55.4*</b>
State	25	19.8
<b>State- PFD</b>	2	13.4
Sub-Total	150	
<b>Transportation/Utility Use</b>		
City	13	43.5
<b>County</b>	16	603.0
<b>Port</b>	22	609.0
State	7	14.4
Sub-Total	58	

*Table 3-1: Public Lands Within the **M** and **I** Center*

Source: City of Seattle Strategic Planning Office, from King County Assessor's **Data, 1997 and Port of Seattle**

- **includes 33.7 acres parks and public access, and 21.7 acres business park**

# Greater Duwamish Manufacturing and Industrial Center Industrial Zoning Map

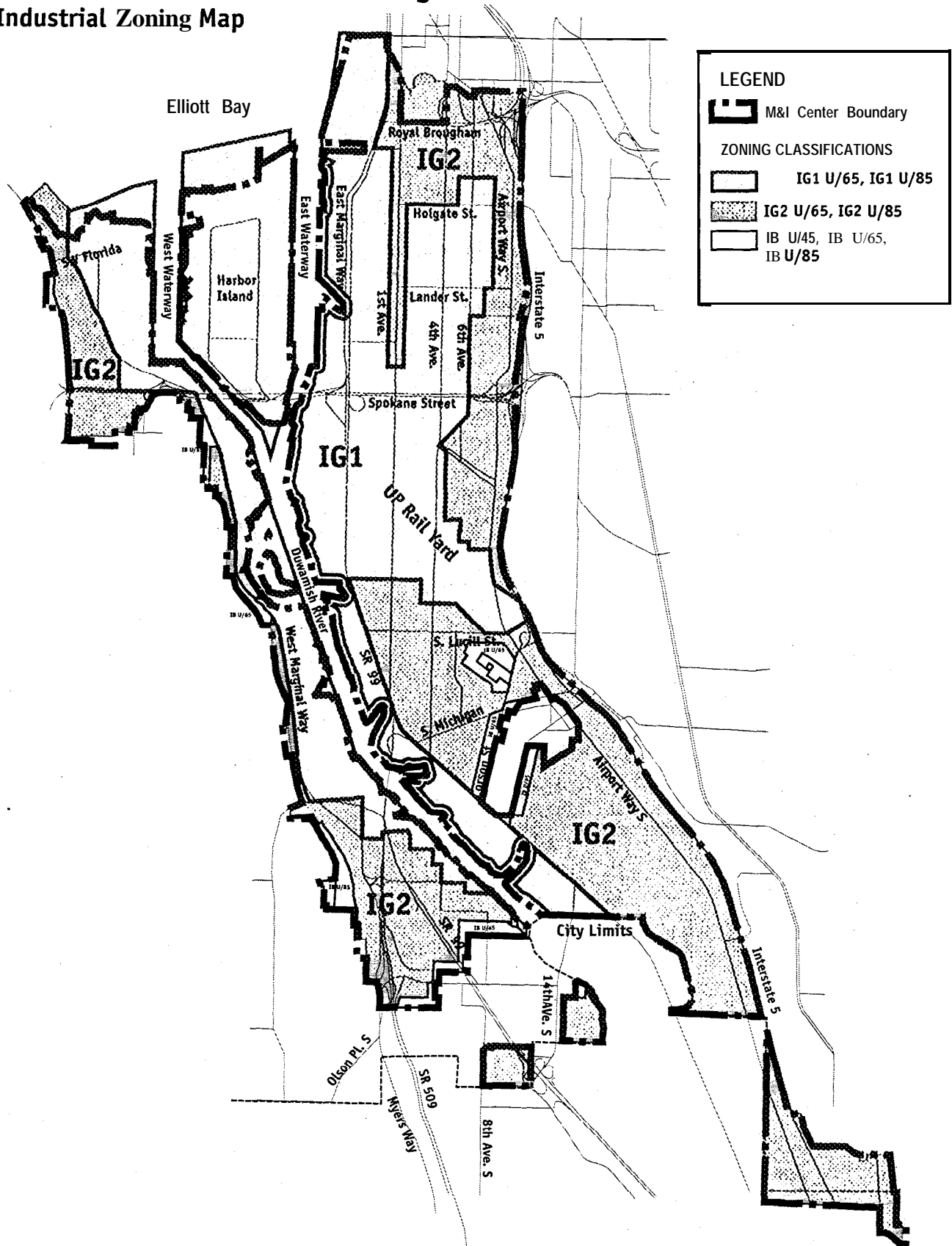


Figure 3-1 Greater **Duwamish** Manufacturing and Industrial Center Existing Zoning

Source: Arai/Jackson Architects and Planners, 1999

### *Parcel and Ownership Pattern*

Analysis of the parcel sizes in the Duwamish M and I Center reveals that the area is largely comprised of relatively small parcels, particularly along the arterial corridors and north of Spokane Street. Larger parcels have been assembled to accommodate the rail lines and yards, port and shipping activities along the waterfront, and to accommodate some larger manufacturing and publicly-owned facilities. While historically many industrial sites were small, studies such as the Port of Seattle's Marine Industrial Land Study (1998) indicate that the majority of industrial users need sites of 15 acres or more to accommodate both industrial activities and staging and storage needs. Different industries have specific needs in terms of parcel location, characteristics and size, and as 70 percent of the existing jobs in the M and I Center are provided in small businesses, small sites are also needed. Due to the predominant pattern of smaller parcels held in individual ownerships, land assembly to accommodate larger industrial facilities remains a challenge in the Duwamish M and I Center.

### *Existing Zoning*

There are three existing zones in the Greater Duwamish M and I Center: IG1, IG2, and IB, as illustrated in Figure 3-1 (City of Seattle Strategic Planning Office, 1998). These zones range in intensity of permitted uses, with IG1 being the most intensive industrial zone and IB providing greater latitude in land uses and development standards.

The intent of the IG1 zone (General Industrial 1) is to protect marine- and rail-related industrial areas from an inappropriate level of unrelated retail and commercial uses by limiting these uses to a density or size limit lower than that allowed for industrial uses. Typical uses include heavy manufacturing, some high impact uses as a conditional use, transportation and utility services, salvage and recycling uses, institutional uses in existing buildings, entertainment other than adult, and commercial uses subject to square foot limits (retail/entertainment 30,000 sf. and office 50,000 sf.). 51 percent of the lands in the Duwamish M and I Center are zoned IG1 (Source: City of Seattle DCLU publication *Seattle's Industrial Zones*).

The intent of the IG2 zone (General Industrial 2) is to allow a broader range of uses where the industrial function of an area is less established than in the IG1 zone, and where additional commercial activity could improve employment opportunities and the physical condition of the area, without conflicting with industrial activity. Typical uses are the same as in the IG1 zone. Uses subject to square foot limits are retail/entertainment 75,000 sf. and office 100,000 sf. 46 percent of the lands in the Duwamish M and i Center are zoned IG2 (Source: City of Seattle DCLU publication *Seattle's Industrial Zones*).

The intent of the IB zone (Industrial Buffer) is to provide an appropriate transition between industrial areas and adjacent residential zones or commercial zones having a residential orientation and/or pedestrian character. Three percent of the Duwamish M and I Center is zoned IB (Source: City of Seattle DCLU publication *Seattle's Industrial Zones*).

The IC (Industrial Commercial) zone is proposed as a rezone for the Georgetown Design Center area and in a modified form for the First Avenue South Area zone, as described later in this Chapter. The intent of the IC zone is to provide an appropriate transition between industrial areas and

adjacent residential zones, or commercial zones having a residential orientation and/or a pedestrian character. Typical uses include light and general manufacturing, commercial uses, transportation facilities, entertainment other than adult, institutions generally in existing buildings, utilities, and salvage and recycling uses. Retail sales and service, and entertainment except spectator sports facilities are limited to 75,000 square feet (Source: City of Seattle DCLU publication *Seattle's Industrial Lands*).

### *Proposed Rezones*

#### **First Ave. S. between Railroad Ave. and S. Massachusetts St:**

The City, County and State decided to place a new Ballpark, Stadium and Exhibition Center within and abutting the north part of the Duwamish Manufacturing and Industrial Center. While the industrial community opposed the location of these facilities, the projects are now a reality. These facilities have serious, cumulative impacts on industrial activity and freight mobility, particularly on those properties north of Holgate Street. The full extent of these impacts may not be known for years. The blocks closest to the facilities and along First Avenue South between Railroad Avenue and S. Massachusetts St. are directly impacted by proposed development standards as well as the facilities themselves.

In May 1998, the Mayor put forth certain City objectives, including :

- 1) Maintain industrial land for industrial use and family wage jobs;
- 2) Restrict future development of industrial uses that would be incompatible with the ballpark;
- 3) Develop tighter restrictions on non-industrial uses elsewhere in the Duwamish; and
- 4) Draw a tight "buffer zone" that minimizes loss of industrial land.

The Mayor's stated objectives also include more housing in Pioneer Square and a safe pedestrian environment for ballpark, stadium, and exhibition center patrons, with convenient access to transit and other nearby services. The Mayor outlined a possible zoning option for discussion. That option also proposed moving the M and I Center boundary south down to Royal Brougham and correspondingly expanding the Downtown Urban Center south to Royal Brougham.

The GDPC appreciates the Mayor's support for maintaining the strength of this industrial area. While a transition zone may be appropriate for the other two neighborhoods, the GDPC does not want to encourage further incursions into the M and I Center and is opposed to a "stadium transition" into the Duwamish M and I Center. In support of all the goals and proposed policies described in this M and I Center Plan, the GDPC recommends instead that the current boundaries of the M and I Center remain the same and that Downtown Urban Center Boundaries do not change. The GDPC also believes that most of the Mayor's objectives and stakeholder concerns can be addressed by a limited rezone from IG2 to modified IC.

In addition to responding to the Mayor's proposal, the GDPC's own planning process looked at the area in proximity to the sport and exhibition facilities. The construction of large non-industrial facilities in an industrial area severely limits the ability of existing businesses to function in an

industrial manner. It impedes access, increases land values and lease rates, reduces available parking and increases pedestrian traffic. In recognition of these impacts, and in recognition of the GDPC's other goals and recommendations, including restrictions on non-industrial uses elsewhere in the IG1 and IG2 zones, the GDPC proposes a rezone from IG2 to a modified IC zone for the 4 block area along First Ave S. (from Railroad to Massachusetts) See Figure 3-3.

The new, modified IC zone for the First Ave S. area would eliminate more intensive industrial functions (e.g. heavy manufacturing and high impact uses) but maintain light industrial and other lower-density uses (e.g. fast food, gasoline stations & drive-up uses) which could serve the nearby businesses, SR 519, as well as stadia patrons. It would allow up to 3.0 Floor-to-Area Ratio (FAR) without size restrictions for office use (as in S. Lake Union I-C), but retail sales and services and entertainment would remain limited to 75,000 square feet, and the height limit would remain at 85 feet. Incentives, rather than restrictions, should be employed to address increased pedestrian traffic.

The GDPC recognizes that the WOSCA site is included within the M and I Center and is part of this recommended rezone to IC. Notwithstanding WSDOT's proposed use of the street level for ferry holding area, the GDPC recommends that the block remain industrially zoned: that no residences be allowed; and that redevelopment be governed by limits based on density, height, access, and transportation capacities. The proposed rezone from IG2 to IC best accomplishes these goals.

Local experience has repeatedly shown that new residents in or adjacent to industrial zones complain and demand that industries curtail their hours, spend funds on changing their operations and making expenditures on items that do not help them achieve their purposes, and curtail their lawful and essential activities, thereby shifting new burdens onto those industries.

#### **Georgetown Design Center**

Revise industrial zoning for the area around the Seattle Design/Gift Center to reflect the existing mix of businesses, while encouraging growth of light industrial and similar, high wage commercial uses within restricted areas.

Given the intent of other land use recommendations to tighten restrictions on non-industrial uses in IG1 and IG2 zones, the proposed rezone around the Seattle Design and Gift Center in Georgetown allows the flexibility for a continued mix of commercial and industrial uses. The proposal to change the zoning would facilitate the growth and expansion of desired industrial purposes such as light industries, warehousing, wholesale trades, and distribution in this portion of the Greater Duwamish Manufacturing and Industrial Center.

In addition, it would allow for continued conforming standards for the 4th Avenue S commercial area that includes fast-food restaurants, lounges, and other general commercial uses. The change to IC from IG2 would also advance future considerations for conditional use hotel, motel, and other transitory lodging, including one potentially developed by the Seattle Market Center, the development arm of the Design and Gift Centers. This type of use is considered desirable in the Georgetown area, given the intent of the local neighborhood plan to promote the expansion and continued



success of the wholesale home furnishing, design and gift trades. Also, there already exist two older motels in Georgetown, which are insufficient to meet this objective.

In large part, the proposal recognizes the need and market for compatible non-industrial uses in niche areas of the Greater Duwamish Manufacturing & Industrial Center. It seeks to accommodate uses considered incompatible in other parts of the Center, but in line with the existing condition and likely development pattern of the Georgetown subarea.

Lastly, the proposed rezone broadly meets the locational criteria established in the City's existing Land Use Code, 23.34.096, for Industrial Commercial (IC) rezones. As stated in the code, the IC zone intends to "promote development of businesses which incorporate a mix of industrial and commercial activities, including light manufacturing and research and development, while accommodating a wide range of other employment activities." A more detailed rezone analysis would, of course, still need to be conducted prior to final approval of this proposal by the Seattle City Council.

### ***Job Forecasts and Land Capacity***

Employment targets for the M and I Center identified in the Seattle Comprehensive Plan are for 10,860 new family wage jobs. According to an analysis prepared by the City of Seattle Strategic Planning Office in 1998, only approximately 274 acres of land are vacant and available for redevelopment in the M and I Center. Most of the available parcels are in small, discontinuous parcels, which are usually not the type of parcel that would be sought by industrial users. Given the total M and I Center acreage of 4,138, the total amount of vacant land is extremely low. Employment forecasts prepared for use in this plan identify future new employment at 7,389. Assuming average industrial employment densities, an additional 320.5 acres of land would be required, were these all industrial jobs provided in newly added industrial facilities.

Given the low amount of developable land, such strategies as absorption of new employment within existing businesses, intensification of production methods, intensification of uses, and addition of multiple shifts may need to be explored as alternatives to increased acreage.

### ***Predominant Land Uses***

Approximately 81 percent of the land area in the Duwamish M and I Center is in industrial use, with the remaining 19 percent in commercial, institutional, residential, and undeveloped lands. Lack of definitive land use data makes precise analysis difficult and indicates the need for the generation of reliable data and analysis.

Approximately 95 percent of the floor area in the M and I Center is in industrial use, with four percent in commercial use, and one percent in nonindustrial use (King County Assessor's Data, 1997).

### ***Importance of Family Wage Jobs in the Manufacturing Context***

The focus of employment growth in the M and I Center is on family-wage jobs, which are assumed to be a wage that would support a family of four. Family-wage jobs typically include, on average, a 40 hour work week and

benefit packages comprised of health insurance, pension plans, sick leave, and other benefits, compared to many service sector jobs, which do not include benefits and in which employees work a 32 hour week. Industrial family wage jobs provide additional benefit to the region because they create opportunities for higher paying employment to people with different levels of formal education and to people who may speak English as a second language.

In King County in 1997, the average annual wage was \$37,299, which translates roughly into an hourly wage of \$18 an hour for full time, year round employment. As identified in Chapter 2, most industrial job wages exceed the average job wages by between 9 and 19 percent. Retail jobs, on the other hand, averaged slightly more than one-half of the average wage.

Investment in industrial jobs benefits the economy in ways that service jobs do not, by generating higher employment throughout the region through the sale and shipment of both raw goods and finished products which supply and service the industrial area. Small manufacturers in particular depend upon the local production of goods and services, thus diversifying and augmenting the local economy.

In the Duwamish M and I Center, although there are large employers such as the Port of Seattle and the Boeing Company, greater than 70 percent of all jobs are retained in small businesses that provide family wage jobs.

#### *Economic Significance of the M and I Center*

Of the 60,700 jobs in the M and I Center as of 1997, 67 percent are in the light and heavy industrial categories. Retail and service jobs make up 22 percent, with the remainder split among other categories (See Chapter 2, Economics, for a more detailed discussion of jobs and economics).

Vacancy rates in the Puget Sound industrial market have remained at very low levels throughout the past decade, with a high of 5.6 percent in 1996, falling to 4.8 percent in 1997 (BST Associates).

Rental rates for industrial properties have increased at a lower rate than for other land uses, with an annual increase of 0.9 percent to 3.7 percent. Overall, the increase in construction has kept pace with absorption, leaving little wedge between supply and demand. Renters of industrial space are paying little more than they did seven years ago (BST Associates).

Land prices, however, have increased, particularly in the northern part of the M and I Center. While land values vary within the M and I Center, parcels proximate to downtown (\$30-\$40/square foot in areas proximate to the two new stadiums) have much higher land values than do parcels in the center of the M and I Center (historically \$6-\$10/square foot). In general, the average price of land in the Duwamish M and I Center is twice the market rate in the Kent Valley, Tacoma/Fife, and Snohomish County industrial areas, but industrial rents will not support higher land values (BST Associates).

The recently completed Port of Seattle Marine Industrial Land Study revealed a land price of \$20/square foot for waterfront land in Seattle compared with an average of \$6/square foot in other Puget Sound waterfront communities.

The rise in land costs in the M and I Center makes it difficult for industrial businesses, particularly small businesses, to remain viable. In some cases

where both public and private expansion has occurred, acquisitions have been made at above market prices to induce a willing seller. These trends have different impacts on businesses who own their property than on renters.

### *Marine **Industrial** Lands*

A recent analysis completed by the Port of Seattle Marine Industrial Land Study (November 1998) identified the level and nature of demand for marine industrial lands in the City of Seattle and the potential for identifying policy objectives and actions regarding the marine industrial land base.

The report concluded that there will be strong long-term growth in the freight transportation, intermodal, and construction/resource sectors as well as various water dependent uses such as passenger service. The processing/cold storage, service and supply (particularly fueling), and harbor services sectors will experience steady long term growth, and there will be limited growth in shipyard repair, and modest long term growth in equipment and repair.

In terms of the economic contribution of each sector, freight transportation represents the largest contribution to the local and regional economy in numbers of jobs. When combined with the intermodal sector, these two sectors represent over one-half of the total jobs in marine industrial sectors. Therefore the analysis concluded that the Port of Seattle target the following marine industrial sectors as priorities for their policies and actions: 1) Freight transportation, 2) Intermodal services, 3) Services and supply, 4) Harbor services, and 5) Passenger transportation. (See Appendix B, Jobs and Economic Analysis for more detail regarding job sectors.)

Existing marine industrial lands (City-wide) were categorized in the following manner: committed (66%) underutilized (parcels where the building value was 1% or less than the land value) (11%), purchased for expansion (5%), vacant (5%), and nonindustrial (13%). For the Duwamish, the study identified underutilized lands on Harbor Island and around Terminal 5, and on both sides of the Duwamish Waterway.

The analysis reaches the following conclusions regarding land supply and demand:

“Projected demand of 240 additional acres by the year 2010 exceeds the amount of land already purchased for expansion, but is less than the sum of vacant and purchased land. **If owners of vacant** property make those lands available, the land supply in aggregate is adequate to meet the demand.

The total demand of 500 acres by the year 2020 exceeds the amount of vacant and purchased land, but is less **than** the sums of those categories of supply plus underutilized lands. **If vacant** lands were available for development, and underutilized lands were available for redevelopment, and **if current** uses on those underutilized sites could be accommodated, the land supply is adequate to meet long term needs.

While the land supply may be adequate in aggregate, there may be shortages of land in particular sizes in particular locations.”

Waterfront lands along the Duwamish Waterway can accommodate long terms demand only if some underutilized sites are redeveloped and encroachment by nonindustrial uses is limited (Port of Seattle *Marine Industrial Land Study*).

According to the Study, while the land rents for Seattle marine industrial lands are higher than in other cities in the region, the disparity in building rents is not as great. As a result, the competitive disadvantage in land rents is partially offset by more favorable rents. This helps to explain why businesses choose to remain in Seattle despite higher land costs.

The Port of Seattle Marine Industrial Land Study assumed that the Seattle area would maintain its competitive position within the region and beyond as a location for marine industrial businesses. There is a strong marine business infrastructure in Seattle providing facilities, goods, and support services. This will continue to exist as long as businesses providing goods and services can find suitable sites and facilities.

Compared to other communities in the region, certain costs for companies are higher in Seattle, such as taxes, housing, some utilities, wages, and some environmental regulations. The difference in cost is likely to become larger in the future (Port of Seattle Marine Industrial Land Study).

## Goals & Policies

The following sections provide goals and policies which form the basis for land use recommendations which are intended to implement the following key concepts:

- To discourage nonindustrial development in the industrial zones by restricting currently allowed nonindustrial uses,
- To differentiate more between the IG1 and IG2 zones,
- To keep residences and gathering places for the general public separate from the industrial areas and processes,
- To affirm the existing boundaries of the M and I Center, and
- To address impacts of sports/exhibition facilities.

*Goal **LU 1: Affirm and strengthen existing adopted policies that create the Greater Duwamish **M** and **I** Center***

Pol. LU 1.1 Affirm the Seattle Comprehensive Plan and King County Countywide Planning Policies designation of the Greater Duwamish as a Manufacturing and Industrial Center.

Pol. LU 1.2 Affirm the Seattle Comprehensive Plan's employment growth targets of 10,860 additional family-wage jobs for the Duwamish Manufacturing and Industrial Center. (While the 10,860 jobs figure remains the target, the M and I Center Plan's economic analysis forecasts a growth trend of 7,386 new jobs, absent of any intervention such as by economic development programs.)

*Goal **LU 2: Preserve and protect lands in the **M** and **I** Center for the growth and expansion of family-wage industrial jobs for workers with diverse levels of education and experience.***

**Pol.** LU 2.1 Protect the limited and nonrenewable regional resource of the industrial and marine lands in the M and I Center from encroachment of nonindustrial uses by amending and limiting allowable uses permitted under the Seattle Municipal Code and Shoreline Master Program Urban Industrial Environment.

- Pol. **LU 2.2** Protect industrial lands from encroachment of nonindustrial uses by increasing the distinctions between IG1 and IG2 zones. **IG1** would allow primarily industrial uses and more strictly limit nonindustrial uses, and **IG2** would allow a greater range of nonindustrial support uses. Reduce allowable size of commercial and retail uses in both the **IG1** and **IG2** to implement the County-Wide Planning Policies and the Seattle Comprehensive Plan.
- Pol. LU 2.3** Revise industrial zoning for the area around the Seattle Design/Gift Center to reflect the existing mix of businesses, while encouraging growth of light industrial and similar compatible uses which generate high wages within restricted areas.
- Pol. **LU 2.4** Retain the existing boundaries of the M and I Center.
- Pol. **LU 2.5** Revise industrial zoning for the First Avenue South Area (between Railroad and South Massachusetts) from **IG2** to **Modified IC** to address the impacts of the sports/exhibition facilities, and to permit development of uses to be restricted elsewhere in **IG1** or **IG2** zones.
- Pol. **LU 2.6** Ensure the separation of the general public from the M and I Center's industrial activities by limiting the potential for conflicts with pedestrian-oriented areas, incompatible uses, and businesses that attract the general public to the M and I center.

**Goal LU 3:** *Preserve a working industrial waterfront that retains and expands the value **of** the Duwamish Waterway as a vital resource that provide! an important local **family-wage** job base and economic growth **for** the City, County, region, and State.*

- Pol. **LU 3.1** Preserve the Duwamish Waterway marine industrial area and the waterway's ability to function as the City's gateway to the Pacific and an important warehousing and distribution center for the industrial businesses throughout the City and the County.
- Pol. LU 3.2** Prevent further conversion of industrial land to nonindustrial uses, and prevent the encroachment of nonindustrial and incompatible uses within the marine industrial area.
- Pol. **LU 3.3** Protect and improve **landside** access for freight (particularly east-west access).
- Pol. **LU 3.4** Preserve and increase family-wage jobs available to a wide range of job seekers, including disadvantaged individuals, through the preservation of Seattle's water-dependent industries.
- Pol. **LU 3.5** Preserve and increase the export revenues created by Seattle's water-dependent industries.
- Pol. **LU 3.6** Expedite permitting of water-dependent industrial uses.
- Pol. **LU 3.7** Provide financial incentives for retention and creation of industrial uses.

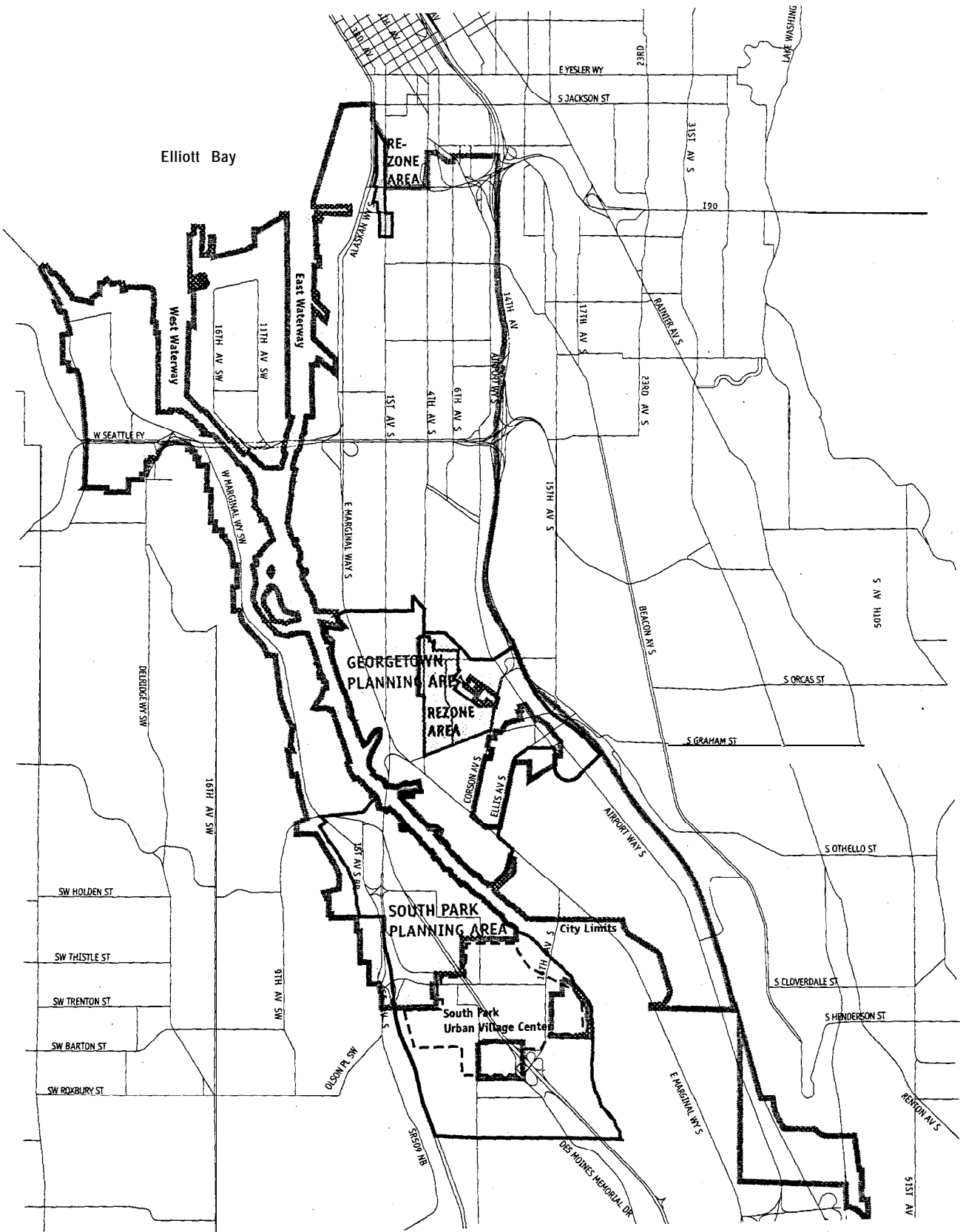


figure 3-2: Greater Duwamish **Manufacturing** and Industrial Center Rezone Areas

Source: Arai/Jackson Architects and Planners, 1999.

**Pol. LU 3.8** Prohibit uses that are incompatible with the function of the Duwamish's Urban Industrial Environment, such as restaurants, taverns, and brewpubs.

**Pol. LU 3.9** Allow uses such as marine retail activities that would be compatible with the function of the Duwamish's Urban Industrial Environment.

*Goal **LU 4**: Retain the potential to expand the Greater Duwamish Manufacturing and **Industrial** Center as fostered by future growth **of** the local manufacturing and industrial employment base.*

**Pol. LU 4.1** Seek opportunities for future assemblage of parcels which can be targeted for manufacturing and industrial development. Explore options and agreements with King County and the City of Tukwila to ensure properties south of the South Park Industrial area remain industrially zoned.

*Goal **LU 5**: Protect the **M and I** Center from further appropriation **of** the limited industrial land base **for** expansion **of** nonindustrial public **facility uses** and public **land** holdings.*

**Pol. LU 5.1** Adopt criteria that will be used to evaluate whether proposed public facilities are truly industrial in nature and/or contribute to the industrial environment of the Duwamish M and I Center.

**Pol. LU 5.2** Restrict and limit the establishment and expansion of nonindustrial public facilities in the Greater Duwamish M and I Center.

**Pol. LU 5.3** Ensure development and adoption of a disposition policy for public facilities that are being vacated or are no longer needed to return those lands/facilities to industrial uses.

**Pol. LU 5.4** Work with other jurisdictions to (1) consolidate public facilities so that each facility meets the definition of industrial uses and is fully utilized, and (2) establish a cooperative agreement of joint government use of public facilities, where feasible.

**Pol. LU 5.5** Establish a working arrangement with King County to adopt an Industrial Lands Acquisition Policy that will ensure that all publicly-owned lands within the Duwamish M and I Center are used only for industrial public facilities, and that all proposed uses are required to meet the criteria for public facilities, as recommended in the action items section of this element.

**Pol. LU 5.6** Encourage other governments to avoid locating nonindustrial uses in the Greater Duwamish M and I Center.

**Pol. LU 5.7** Work with King County and other government agencies to adopt policies for public facilities similar to those recommended in this section.

*Goal **LU** 6: Preserve the Duwamish Manufacturing and Industrial Center **that** promotes growth and expansion of manufacturing and industrial jobs and businesses, and places limits on the presence of incompatible commercial, residential, and other nonindustrial uses.*

Pol. LU 6.1 Foster growth and expansion of manufacturing and industrial jobs and businesses through the adoption of appropriate City Regulations.

Pol. LU 6.2 Adopt a new definition of industry that meets the intent and function of the Duwamish M and I Center. (See proposed definition below in Actions/Strategies.)

Pol. LU 6.3 Adopt new definitions and criteria for Research & Development uses that will allow their limited and compatible presence within the Duwamish M and I Center.

Pol. LU 6.4 Adopt land use code changes (including its zoning map and definitions) that will effectively restrict incompatible nonindustrial uses and preserve the industrial land base for manufacturing and industrial uses.

Pol. LU 6.5 Establish stronger restrictions on incompatible uses, and increase the distinction between the IG1 and IG2 zones.

Pol. **LU** 6.6 Amend the Industrial Sections of the Land Use Code to make it more user-friendly by including Indices, updating and clarifying definitions, ensuring consistency with City fire code, and other techniques.

## *Recommended Actions/Strategies*

The following section identifies specific actions and strategies which the City of Seattle and other entities must undertake in order to achieve the goals and policies delineated in the previous section. In most cases, the responsibility for these actions will fall to the following City departments: Department of Design, Construction, and Land Use, Strategic Planning Office, the Office of Economic Development, SeaTran, Seattle Public Utilities, and Seattle City Light. Proposed actions and implementation roles are identified fully in the Draft Adoption and Approval Matrix.

Act. LU-1 Retain existing Industrial Use of Unincorporated Lands. The industrial lands located in unincorporated King County south of Seattle's South Park industrial area need to be maintained in either the City of Seattle or the City of Tukwila. While some prefer to add those valuable industrial lands to the City of Seattle's land base, the highest priority is to **retain** existing industrial uses. Coordinate and work with King County and the City of Tukwila.

Rationale: The limited acreage of valuable industrial land could be augmented by annexing County lands into the City of Seattle thus positively impacting the tax and employment bases of the M and I Center.

Act. LU-2 **Infrastructure** Improvements. Require Seattle Public Utilities to coordinate with King County and its industrial users to plan and build public infrastructure and utility improvements to



connect South Park and King County businesses to new sewer and storm drainage systems.

Rationale: Incentives may be required to attract industrially zoned land into the City of Seattle. Coordination of the provision of utilities and infrastructure would remove existing barriers to development of these lands.

- Act. LU-3 Sewer and stormwater drainage. Require Seattle Public Utilities to follow up on studies to build sewer and stormwater drainage facilities within the South Park industrial area.

Rationale: Drainage improvements will correct existing deficiencies which currently make it difficult to operate and attract new businesses. Better drainage would improve safety, structural integrity, and visual character of the roadway systems in M and I Center and would significantly increase the durability and life expectancy of paved structures through this district, therefore decreasing life cycle costs by reducing pavement rehabilitation needs.

*Expansion of the M and I Center*

- Act. LU-4 Implement South Park sewer and drainage **facilities**. Require Seattle Public Utilities to coordinate with King County and its industrial users to plan and build public infrastructure and utility improvements to connect South Park and King County businesses to new sewer and storm drainage systems. Conduct a study to determine near- and long-term capital facilities, determine what percent of need is for nonindustrial uses, seek funding for a major demonstration implementation project, and begin capital facility planning to build the proposed projects that will result in from the infrastructure study. This proposed utility project must include a strong and consistent community outreach campaign to South Park and King County manufacturing and industrial businesses.

Rationale: Providing adequate sewer, drainage, and other infrastructure is basic to promoting industry.

- Act. LU-5 Business Research. Collect information, conduct interviews, and analyze the data to identify the specific reasons why industrial business owners in the South Park area and those in the northern part of Tukwila do not want to locate within the City of Seattle. Determine specific impediments to conducting business in the City of Seattle.

Rationale: Identifying the impediments to conducting business could lead to recommendations to **adress** disincentives to locating industry within the City of Seattle.

- Act. LU-6 Criteria for Location of Public Facilities. Adopt a definition for limiting public facilities in the Duwamish M and I Center in the Comprehensive Plan and Land Use Code. In order to be a permitted public facility use, the following criteria must be met:

- A. Be industrial uses that meet the recommended M and I Center Plan definition of industry (as defined in Code Amendments and Regulatory Changes recommended actions section of this Plan) and/or contribute to the industrial environment of the Duwamish M and I Center,
- B. Demonstrate the legitimate need for the proposed size and have realistic plans for full use of the proposed facility at the time that occupancy is permitted,
- C. Not be used to provide services or meeting spaces for the general public as a significant part of the intended use,
- D. Notify all property owners within the M and I Center about the proposed changes.

Rationale: Currently no policies exist to prohibit the location of nonindustrial public facilities in the industrial area. Both the location of large new public facilities and the renovation of existing facilities for nonindustrial use have occurred in the M and I Center, resulting in a net loss of industrial lands and the Center. The policies will ensure that only industrial public facilities will locate in the M and I Center in the future and that public facilities are fully utilized.

Act. LU-7 Definition of Industry. Adopt the following definition of industry as the working and referenced definition of industry and industrial uses in the City's Land Use Code and Comprehensive Plan to clarify appropriate industrial uses. Amend the Code to include the following definition:

"For the **purpose of land** use code interpretation, **the** intent of industrial zoning is to **affirm the compatibility of infrastructure requirements**, services, and regulatory support necessary to sustain industrial economic vitality and **the** ability to provide **family** wage jobs. **This** interpretation **shall include** the recognition that industrial activities are **typically** not compatible with office, **retail**, or residential uses and that incompatible uses generate pressure on property values, lease rates, and transportation corridors, increasing demand for **public** services and **negatively** impacting industry's **ability** to sustain its employment base. The objective of industrial zoning **shall** be the segregation of business activity based upon compatible uses and impacts as **well as utility** and infrastructure requirements.

Industrial activities **shall be defined** and characterized as **the** manufacture, assembly, storage, repair, distribution, **research/** development and transportation of materials, goods, and **finished** products **including** commercial **fishing** and resource extraction and handling. The movement of trucks, trains, ships, **airplanes**, and nighttime as **well as** daytime business operations are **integral** to this activity. Industrial air, noise, and light emission, while within legal **limits**, are **often** greater than **those** found in office, retail, or residential areas."

Rationale: Industrial uses are permitted in the industrial zones but are not clearly defined as a category. The permitting of industrial uses is subject to code interpretation. The above definition will **clarify** what industrial uses are appropriate for the M and I Center.

Act. LU-8 **Definition** of Users of the Industrial Area. Amend the Land Use Code to state that patrons of sporting events and individuals transiting the area are not “users of the industrial area”. (October 31, 1997 Airport Way Hotel ruling, Hearing Examiner files MUP-97-053, MUP-97-054, MUP-97-055, Dept. Reference 9701617.)

Rationale: Code interpretations are more appropriately based on actual users of the industrial area and can be misapplied if based on incidental “users” of the area.

Act. LU-9 **Definition** of Research and Development. Amend the Land Use Code to adopt the following definitions for research and development as a means of determining whether the proposed use qualifies as a permitted use in IG2 and IG1 zones. No changes are proposed for the IC zones.

‘Research and development uses shall be defined and characterized as any **analytical** or investigational process or application directly related to, or in support of, the manufacture, assembly and repair of **materials**, tangible and **substantial goods**, or finished products.’

**IG1-** Research and Development: Allow Research and Development uses in the IG1 zone if they meet the following definition:

- A. Meets Criteria A for IG2 zones, and one or more of the following:
- B. The Research and Development facility must be integrally related to the creation, manufacture, assembly or repair of materials, tangible goods or finished products and consistent with the definition of industry recommended in the M and I Center Plan: and/or
- C. Existing Research and Development facilities may be expanded only if they are accessory to or supportive of an industrial process, based on the definition of industry recommended in the M and I Center Plan; and/or
- D. The Research and Development application incorporates or requires the use of materials, chemicals, or other substances or processes generally considered hazardous and/or incompatible with office, retail, or residential zoning, including air, noise, and light emissions: and/or
- E. The use would be permitted outright in buildings greater than 125,000 square feet in size which were existing as of January 1, 1998, with the stipulation that all operations must take place within the existing building and the existing structure cannot be expanded beyond current size or floor area ratio.

**IG2-** Research and Development: Allow Research and Development uses in the IG2 zone if they meet the following definition of Research and Development:

- A. “Research and Development uses shall be defined and characterized as any analytical or investigational process

or application directly related to, or in support of, the manufacture, assembly and repair of materials, tangible and substantial goods, or finished products.”

Rationale: The current land use code allows research and development uses of any type, including nonindustrial uses, to locate in the industrial zones. The above definition will assist in permitting by defining more clearly which types of research and development uses are appropriate for the industrial zones.

### *Code Amendments and Regulatory Changes*

Act. LU-10 Analyze the need to revise **IG-1** and IG2 zone boundaries. The stewardship mechanism for this M and I Center Plan should conduct a study to determine possible boundary changes for IG1 and IG2 lands within the next 2 years.

Rationale: The scope of the M and I Center Plan did not provide for a detailed analysis of zoning boundaries and demand for land uses in specific locations. A detailed analysis is the next step in furthering the distinctions between the IG-1 and IG-2 zones.

Act. LU-11 Changes to Permitted Uses in the Land Use Code. Amend the Land Use Code to prohibit the following uses in IG1 and IG2 zones. (Please refer to the Plan Appendices Land Use Summary Matrix at the end of this Chapter to identify in greater detail proposed changes, conditions, size of use restrictions, time limits on allowable uses, permitted accessory uses, and other commentary.)

#### *Proposed Additional Prohibited Uses in **IG1***

- Medical Services,
- Animal Health Uses,
- Auto Sales and Rental,
- Lodging,
- Mortuary,
- Principal Use Parking,
- Performance Arts Center,
- Spectator Sports Facility,
- Lecture/Meeting Halls,
- Personal Transportation Services,
- Transit Vehicle Base,
- Institute for Advanced Study,
- Private Clubs,
- Museums,
- Primary and Secondary Schools,
- Community Center, (cont. next page)

#### *Proposed Additional Prohibited Uses in **IG2***

- Animal Health Uses,
- Auto Sales and Rental,
- Lodging,
- Mortuary,
- Performance Arts Center,
- Spectator Sports Facility,
- Motion Picture Theater,
- Personal Transportation Services,
- Transit Vehicle Base,
- Institute for Advanced Study,
- Private Clubs,
- Museums,
- Primary and Secondary Schools,
- Colleges,
- Community Center,
- Community Club, (cont. next page)

*Proposed Additional  
Prohibited Uses in **IG1***

(cont. from prev. page)

- Community Club,
- Hospitals,
- Religious Facilities,
- Universities,
- Park and Pool Lots,
- Motion Picture Theatres
- Parking structures as principal use.

*Proposed Additional  
Prohibited Uses in **IG2***

(cont. from prev. page)

- Hospitals,
- Universities,
- Parking structures.

Rationale: The industrial zones currently allow a broad range of nonindustrial uses to locate in them. A key strategy of the M and I Center Plan is to implement the Countywide Planning policies and the Seattle Comprehensive Plan by further restricting nonindustrial uses in industrial zones in order to preserve industrial lands for industrial uses.

Act. **LU-12** Size of Use Restrictions in the Duwamish M and I Center. Amend the Land Use Code to adopt the following size of use amendments in **IG1** and **IG2** zones. The size restrictions apply to rentable building space, not building footprint.

*Size of Use Restrictions  
in **IG1***

- Commercial uses including retail, service, and office not integral to an allowed use is restricted to 10,000 square feet (sf) in size,
- Fast food and restaurants limited to 5,000 sf.,
- Taverns limited to 2,000 sf.,
- Brewpubs limited to 2,000 sf for the pub portion of the use.

*Size of Use Restrictions  
in **IG2***

- Commercial uses including retail, service, and office not integral to an allowed use is restricted to 20,000 sf.,
- Taverns limited to 2,000 sf.,
- Lecture/Meeting Halls limited to 5,000 sf., and
- Unlimited office allowed in buildings larger than 125,000 sf. existing as of January 1998.

Rationale: The industrial zones currently allow large scale nonindustrial uses to locate in them. A key strategy of the M and I Center Plan is to implement the Countywide Planning policies and the Seattle Comprehensive Plan by further restricting the size of nonindustrial uses in industrial zones in order to preserve industrial lands for industrial uses.

Act. **LU-13** Time Limits to Allowable Uses in the Duwamish M and I Center. Amend the Land Use Code to adopt the following time limits as conditions for certain allowable uses in **IG2** zones and the Shoreline Urban Industrial environment and provide appropriate means of enforcement.

**Time Limit Conditions***in IG2 (Zoning)*

- Park and ride lots allowed as temporary use for up to 10 years,
- Primary Use Parking (surface parking only) allowed as temporary use for up to 10 years.

**Time Limit Conditions***in UI Environment**(Shoreline Master Program)*

- Primary Use Parking allowed as temporary use for up to 10 years.

Rationale: The industrial zones currently allow large scale nonindustrial uses to locate in them. A key strategy of the M and I Center Plan is to implement the Countywide Planning policies and the Seattle Comprehensive Plan by further allowing interim nonindustrial uses as a means of keeping land in productive economic use while reserving it for longer term industrial uses. Time restrictions will ensure that the longer term industrial uses will occur. Enforcement measures are needed to limit land speculation and long-term parking use.

- Act. LU-14 Allowable Accessory Use in the **Duwamish** M and I Center. Amend the Land Use Code to adopt the following uses as permitted accessory uses (but prohibited as principal uses in IG1 and IG2 zones).

*Accessory Uses in IG1*

- Child Care,
- Mini-Warehouse,
- Parking.

*Accessory Uses in IG2*

- Indoor and Outdoor Sports Facility,
- Mini-Warehouse.

Rationale: Nonindustrial uses that support industrial uses can be allowed as accessory uses, thus reserving the majority of the industrial land base for industrial uses.

- Act. LU-15 Allowable Uses with Conditions in the Duwamish M and I Center. Amend the Land Use Code to allow the following uses with the specific conditions listed below.

**Uses with Conditions***in IG1*

- Passenger terminals but limited to water/rail dependent facilities,
- Vocational schools permitted if it includes industrial arts processes.

*Uses with Conditions**in IG2*

- Passenger Terminals (same as IG1),
- Vocation schools (same as IG1),
- Passenger transportation facilities allowed with the exception of taxis, limousines, and rental cars.

Rationale: Large scale uses could be permitted in the industrial zones if specific conditions are met which ensure that they relate to and support the industrial character of the M and I Center.

Act. LU-16 Amendments to the Shoreline Master Program. Amend the Shoreline Master Program to prohibit the following uses within the Shoreline Urban Industrial jurisdiction of the Duwamish (all lands within 200' of the shoreline) in the City's Shoreline Master Program:

- A. Restaurants,
- B. Taverns and brew pubs,
- C. Research and Development, (subject to the proposed definition found above in this document), and
- D. Mini warehouses as principal use (See Land Use Summary Matrix for more complete description of proposed restriction).

Rationale: The Shoreline Master Program currently allows nonindustrial uses on marine industrial lands, which encourages nonindustrial use of this very limited resource. The Master Program should be revised to prohibit nonindustrial uses such as restaurants to protect and preserve marine lands for marine industrial uses.

Act. LU-17 Amendments to **the** Shoreline Master Program. Amend the Shoreline Master Program to allow the following uses within the Shoreline Urban Industrial jurisdiction of the Duwamish (all lands within 200' of the shoreline) in the City's Shoreline Master Program:

- A. Marine retail,
- B. Parking and outdoor storage as a temporary principal use (up to 10 years) as a land banking strategy and as a means of allowing for economic use of lands while being assembled into larger parcels for marine industrial uses.

*New Prohibited Uses in*  
**UI Environment**

- Restaurants,
- Taverns and Brewpubs,
- Research and Development which fails to meet the definitions prescribed in Action LU-9, and
- Mini-Warehouse as Primary Use.

*New Permitted Uses in*  
**UI Environment**

- Marine Retail,
- Parking and Outdoor Storage as Primary Use, but subject to **10-year** time limit.

Rationale: Marine retail uses can support the marine industrial uses and should be permitted within the shoreline jurisdiction. Marine lands that are underdeveloped can be reserved for future marine industry while keeping them in economic productivity as and interim parking or outdoor storage uses.

Act. LU-18 Amend Seattle Land Use Code. Amend Seattle Land Use Code to acknowledge that residential uses are not compatible with industrial operations and that it is desirable to segregate industrial users from those that attract members of the general public. (Note: artist live/work studios would still be classified industrial, not residential, with appropriate enforcement mechanisms.)

Rationale:

Act. LU-19 First Avenue South Area Rezone. Adopt a rezone from IG2 to a modified IC Zone for the 1st Ave. S. Area bounded by First Ave. S., Railroad Ave. S., Western Ave., S. Royal Brougham, Utah Ave. S., S. Massachusetts St, Occidental Ave S., and S. Atlantic St. as shown on Figure 3-3. Use the 3.0 Floor-to-Area-Ratio and keep the existing 85-foot height limit. Maintain the M and I Center Boundaries; do not change Downtown Urban Center Boundaries. Keep the currently permitted and prohibited uses in the IC Zone except for the following:

<i>New Prohibited Uses in First Ave. S. Area <b>IC</b> Zone</i>	<i>New Permitted Uses in First Ave. S. Area <b>IC</b> Zone</i>
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- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• Heavy Manufacturing,</li> <li>• High Impact Uses,</li> <li>• Recycling centers,</li> <li>• Solid Waste Transfer Facilities,</li> <li>• Animal Health, Kennel, and Animal Control,</li> <li>• Airport, Land and Water Based,</li> <li>• Sewage Treatment Plant,</li> <li>• Solid Waste Incinerator,</li> <li>• Hospital, and</li> <li>• Elementary /Secondary School.</li> </ul> | <ul style="list-style-type: none"> <li>• Eating-Fast Food (&gt;750).</li> </ul> |
|--|---|

<i>First Ave. S. Area <b>IC</b> Zone Change from Conditional Use to Permitted Use:</i>	<i>First Ave. S. Area <b>IC</b> Zone Change from Permitted Use <b>to</b> Conditional Use:</i>
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- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Medical Services,</li> <li>• Lodging, and</li> <li>• Transit Vehicle Base.</li> </ul> | <ul style="list-style-type: none"> <li>• Religious facilities,</li> <li>• Colleges,</li> <li>• Universities, and</li> <li>• Major institutions.</li> </ul> |
|--|--|



- Museums,
- Community Centers,
- Private Clubs,
- Community Club, and
- Artist/Studio Dwellings.

Source: *Arai/Jackson Architects and Planners, 1999*

Act. LU-20 Georgetown- Seattle Design/Gift Center. Change zoning in the area around the Seattle Design Center, Seattle Gift Center and Northwest Industrial Park from CI and IG2 to IC.

Rationale: This zone will acknowledge the existing mix of industrial and commercial uses while facilitating the growth of light industrial and commercial businesses supporting the international home fashion industry based in this part of the M and I Center. It would also accommodate other compatible uses to be restricted from IG1 and IG2.

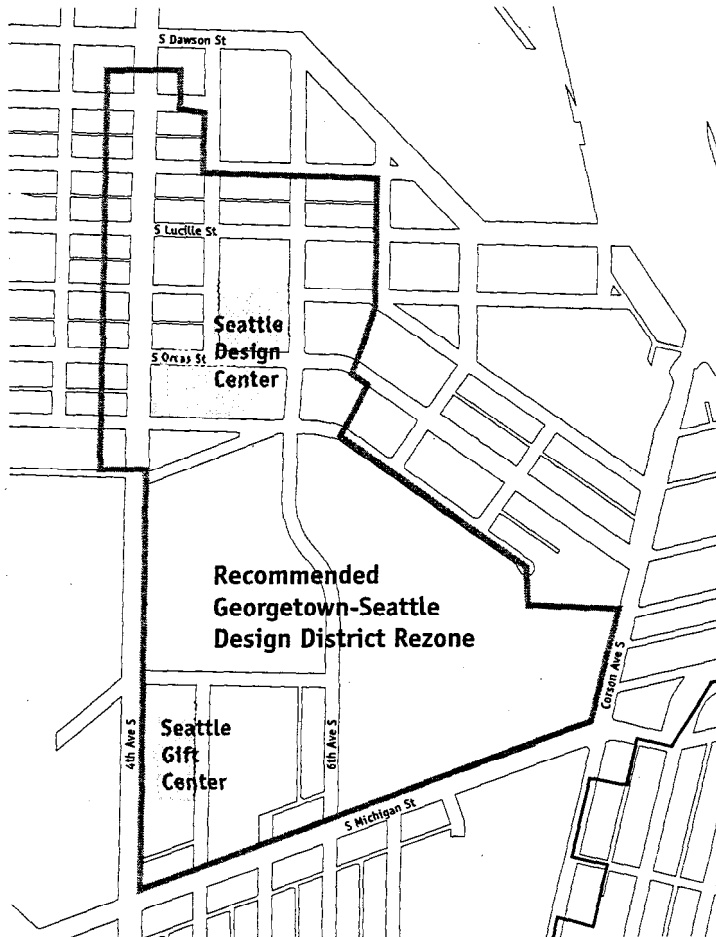


Figure 3-4: **Recommended** Georgetown-Seattle Design District Rezone

Source: Arai/Jackson Architects and Planners, 1999

Act. LU-21 Zoning Name Change. Amend the Land Use Code to rename the IB zone as Light Industry (LI). No other changes with respect to permitted uses, development regulations, or other code considerations are recommended.

Rationale: This name change would facilitate marketing to and encouraging appropriate industries to locate in this zone. The current name creates the impression of restricting all industries, including light industry.